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70-2736/1

26 MAY 1970

**OGC Has Reviewed**

**MEMORANDUM FOR: Director of Central Intelligence**

**SUBJECT : Government-Provided Employee Parking**

**REFERENCES : (a) Memo dtd 13 Apr 70 to DD/S fr D/L, same subject**  
**(b) Memo dtd 22 Apr 70 to DD/S fr OGC, subject:**  
**Employee Parking**

1. This memorandum contains recommendations for your approval; such recommendations are contained in paragraph 13.

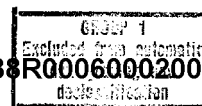
2. Reference (a) directed attention to recent Comptroller General decisions authorizing the General Services Administration (GSA) to lease parking spaces for the benefit of Government employees, evaluated the Agency's employee parking problems, and suggested courses of action deemed necessary to minimize or eliminate these problems. The suggestions stressed as the ultimate goal the provision of parking spaces or subsidies as appropriate for personnel assigned to work in Rosslyn or in other commercially leased buildings within the Metropolitan Washington Area (MWA).

3. In Reference (b), the Assistant General Counsel reviewed the significant portions of the Comptroller General decisions under consideration, concurred that GSA has the authority to lease parking spaces for Government employees, and offered "...no legal objection to approaching GSA to lease parking facilities both within and outside the buildings in which space is being rented for Agency use in order to accommodate employees vehicles...." Further, in areas where employees are under unofficial cover, there would be "...no legal objection in these isolated cases of utilizing the Director's authority to allow the cover organizations to negotiate directly for space....", or in small units where this is not practical, "...the employee himself could contract for parking personally for reimbursement by the Agency...."

4. The Assistant General Counsel did specifically note that the criteria contained in paragraph 10c of the GSA Order PBS 7030.2B of 18 April 1968 "...appears to lend the best support for providing parking in Rosslyn and other areas...." In substance, this

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paragraph states that parking spaces for vehicles of employees may be furnished by the Government where it is determined necessary "...in order to employ and retain personnel to perform the work of the agency or agencies at a particular location, and thus avoid a significant impairment of the operating efficiency of the agency or agencies...."

Factors to be considered in making this determination include daily hours of employment, regular and overtime; the adequacy of public transportation during regular and overtime hours of work with respect to frequency, time in transit, and cost; the necessity for leasing parking at a location where public transportation is inadequate; the amount of on and offstreet parking available in reasonable proximity to the leased space; the cost of offstreet parking and the impact the additional demand by employees will have on such parking facilities in terms of added cost or availability; and other factors considered relevant to the particular lease situation.

5. The Agency made three comprehensive employee parking studies during the period April 1967 to October 1969 inclusive. These studies targeted parking problems in the Rosslyn, Virginia, area. In addition, the Office of Logistics has just concluded an in-depth analysis of the employee parking situation to confirm previous findings, update statistical information, and more important, to validate the determination that the Agency is justified in seeking to provide Government-leased parking facilities for its employees. In making this analysis, emphasis was placed on the critical situation in Rosslyn, but consideration was also given to possible parking problems of employees assigned to work in other locations within the NWA. A summarization of all studies graphically underscores a need for an immediate solution to the Rosslyn employee parking problems.

6. Three broad principles govern the determination that immediate action should be taken to resolve the Rosslyn parking problems: (a) the inequities imposed on Agency employees assigned to work in that area; (b) the effect of these inequities on employee morale; and (c) the advantages that will accrue to the Agency once the problem has been eliminated. Each of these principles is examined below:

a. Considering the total Agency population, a relatively small percentage (approximately [redacted] work in Rosslyn. At Headquarters and at certain other locations such as the [redacted] the East - South - Central complex of buildings, and the National Photographic Interpretation Center Offices, a total of [redacted] parking spaces have been made available to Agency employees. In Rosslyn there is not one free offstreet parking space. In Attachment 1 we have identified by number and by component [redacted] Agency employees in Rosslyn who

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drive their personally owned vehicles to and from work. Of these, [redacted] park in the Ames, Key, and Magazine Buildings at rates varying from \$15 to \$30 per person per month. Using \$22 as an average monthly rate, these employees are paying in excess of \$158,000 per annum for the privilege of working in Rosslyn. The out-of-pocket parking costs for the balance of [redacted] employees who park on the street, in other buildings, and on commercial lots are not known, but regardless of circumstances as to individual parking arrangements, the employees can ill afford the cost. This entire problem is compounded by the density of traffic, inadequacies and cost of public transportation, and the paucity of parking facilities in Rosslyn. Arlington County has installed 90 on-street parking meters in Rosslyn of which 69 permit parking from one-half hour to a maximum of two hours only. There are less than 100 free onstreet parking spaces available within a reasonable walking distance. There are over 8,500 Government employees plus an undetermined number of commercial employees located in Rosslyn, all competing for parking spaces.

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b. The effect that these inequities have on morale of personnel is far reaching as evidenced by the employee petition concerned with the parking situation in the Magazine Building which was submitted in May 1968, as well as the petition protesting Key Building parking rate increases submitted by Agency employees working in that Building during June 1969. The parking survey of September 1969 incorporated statistics and comments solicited from [redacted] Rosslyn-based employees, and expressed opinions were critical, the cost being the primary irritant. There is no doubt that there exists a widespread dissatisfaction with the requirement for employees to pay high parking fees in the Rosslyn area. Most of the components with personnel assigned to Rosslyn have reported this general discontent. Several components report that employees have refused to accept assignments to work in Rosslyn because of parking costs and poor public transportation, and further, that this is a continuing problem, especially with the lower-graded personnel.

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c. It follows that any positive action taken by the Agency to successfully eliminate the parking problem will have a marked effect on employee morale. Such action will again serve notice that the Agency is aware of, and is concerned with, employee welfare and does take steps to resolve personnel problems wherever possible. High morale automatically means improved efficiency on the part of individuals involved. Removal of the Rosslyn parking-cost irritant will enormously

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improve working conditions in that employees will no longer be faced with the inequity of paying parking fees as a prerequisite to their assignment. This in turn will facilitate the assignment of personnel to the Rosslyn area. Both of the above factors will result in more efficient operations.

7. With further reference to the justification requirement set forth in the GSA Order noted in paragraph 4. above, the Office of Logistics has surveyed the public transportation facilities available to and from Rosslyn, and concludes that the service is inadequate. Time required for employees to bus to and from work, the number of vehicles and transfer points needed, the inconvenience and the costs were considered in reaching this conclusion. Attachment 1 provides a consolidated schedule of public transportation service between Rosslyn and the major residential sectors in the MWA. Fundamentally, the public transportation routing is designed to service the central core area in downtown Washington, and favors riders living on or close to high density corridor routes. The routing system disposes against persons not working in the core area. For example, it requires from four to six buses involving two to four transfer points for an employee to round trip to Rosslyn daily from most of the residential areas. Daily round trip fares run from \$.64 for District of Columbia (D. C.) residents upwards to \$2.10 for residents of nearby Maryland Counties. Average public transportation costs for Maryland residents is \$1.68 per day on a round trip basis. For Virginia residents the fare averages \$1.17 per round trip. Only 19 percent of the Rosslyn employees would pay the lowest fare construction totaling \$.64 daily, the balance paying the \$1.17 to \$1.68 averages as noted above.

8. Daily in-transit times for employees using public transportation range from 1 hour (parts of D. C. and close in Virginia areas) to 3 hours 26 minutes, with an average time of 2 hours 30 minutes applicable to Montgomery and Prince Georges County residents. The residential patterns of Agency employees assigned to work in the Rosslyn Building complex are shown in Attachment 3. Using these patterns as a basis, we have established that 37 percent of Rosslyn employees, if using public transportation, would spend more than 2 hours transit time daily. An additional 50 percent would experience an average of 1-1.2 hours of transit time.

9. The impact any additional employee demand may have on existing parking facilities in terms of added cost is unknown; however, parking rates have increased as much as 100 percent during the past 3 years and further increases are anticipated. Agency requirements, based on projected employee demand, will have a bearing on availability of spaces in that we project a need for [redacted] parking spaces over and above the number currently leased in the Ames, Key, and Magazine Buildings by Agency employees.

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10. Attachment 4 summarizes the projected future need for employee parking spaces in Rosslyn. The total projection of [REDACTED] Rosslyn employees presently identified as using personal vehicles for transport to and from work, and allows for a small estimated contingency to satisfy additional requirements that should arise with the advent of Government-provided parking. Funds in the amount of [REDACTED] would be needed to underwrite Government-provided parking during Fiscal Year 1971. This figure was compiled by using the projected [REDACTED] spaces and the present \$22 per month average space cost. Use of the \$22 average monthly cost hypothesizes that GSA will be able to negotiate for leased space at no more than the present cost.

11. Attachment 5 presents a plan to implement procedures for Government-provided parking in Rosslyn. The plan incorporates a method for assignment and control of spaces in three phases. Initially, those persons currently holding parking permits will be permitted to retain them until transferred out of the area. In the second phase, permits for the additional [REDACTED] parking spaces acquired will be immediately issued to interested activities on the basis of a pro rata distribution by component population. Those parking permits held by employees at the time this distribution is made will be considered in order to achieve a proper and equitable adjustment by components. In phase three, parking permits obtained through the attrition process will be reissued to activities on the same pro rata distribution basis. The plan also includes a proposed regulation to govern the administration of Rosslyn parking, suggested means of policing parking areas, and a system to enforce the regulation. The means of policing, as stated in the attachment, presupposes the continued use of the existing GSA special police force for this purpose.

12. As noted in paragraph 6. of Reference (a), the [REDACTED] Agency personnel occupying leased MWA buildings other than in Rosslyn will require a particularly tailored solution to any parking problems they may have. These employees work in scattered locations under circumstances which, as previously indicated, preclude their being overtly sponsored by the Agency for parking spaces in federally owned or leased buildings. These same circumstances also apply to Agency personnel assigned to [REDACTED]

other components. The extent or magnitude of parking problems applicable to any such employees is not known. However, to insure that all MWA assigned employees receive the benefit of Government-provided parking privileges, the Office of Logistics is prepared to further survey all Washington area offices in other than Rosslyn locations in order to assess their parking problems. Concurrently, those Agency activities with [REDACTED] could be contacted and requested to identify and report on any parking problems their [REDACTED] personnel are experiencing. In all such [REDACTED]

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cases the Director's authority could be utilized to allow appropriate cover organizations to negotiate directly for space, or to permit individual employees to personally contract for parking and be reimbursed by the Agency.

13. In view of the foregoing it is recommended that:

- a. An Agency policy be established to provide employees with parking at Government expense.
- b. The Director's authority be used in situations where warranted to allow cover organizations to directly contract for parking, or to effect reimbursement for parking fees to individual employees.
- c. Funds in the amount of [REDACTED] be identified to underwrite Government-25X1A provided parking for Rosslyn-based employees during Fiscal Year 1971.
- d. The Administrator of GSA be advised that the Agency has made a determination that Government-provided parking for certain of its employees is fully justified. (Draft letter from the Director of Central Intelligence to the Administrator of GSA is Attachment 5.)
- e. The Office of Logistics make a detailed survey to assess the personnel parking problems of all other (than Rosslyn) Agency MWA offices, and further, that components [REDACTED] be contacted with a request to determine and report on any parking problems experienced by their personnel. 25X1A 25X1A
- f. The plan to administer and control Government-provided parking in the Rosslyn area as set forth in Attachment 5 be approved.

SIGNED R. L. Bannerman

R. L. Bannerman  
Deputy Director  
for Support

6 Atts

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**NO LEGAL OBJECTION**

SIGNED

  
Acting General Counsel

26 May 1970  
Date

The recommendations contained in  
paragraph 13 are approved

*Richard Helms*

Richard Helms  
Director of Central Intelligence

                      
Date

**Distribution:**

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12 MARCH 1971 FOR DD/S

FR L. K. WHITE, SAME

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**CONCURRENCE:**

26 MAY 1970

*jw*  
\_\_\_\_\_  
**Lawrence R. Houston**  
**General Counsel**

\_\_\_\_\_  
**Date**

The recommendations contained in paragraph 13 are approved.

\_\_\_\_\_  
**Richard Helms**  
**Director of Central Intelligence**

\_\_\_\_\_  
**Date**

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OL/PS [REDACTED] /jw/3357 (9 May 1970)

NOTE: At request of DD/S, page 1 retyped for DCI  
page 6 retyped from DD/S, and page 7 for OGC concurrence and DCI approval. (25 May 1970)

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